

## Message Text

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ACTION EB-11

INFO OCT-01 EUR-25 ISO-00 CAB-09 CIAE-00 COME-00 DODE-00

DOT-00 INR-10 NSAE-00 RSC-01 FAA-00 L-03 SS-20 NSC-07

PA-04 PRS-01 USIA-15 H-03 DRC-01 /111 W

----- 101757

R 291734Z APR 74

FM AMEMBASSY BONN

TO SECSTATE WASHDC 2120

INFO AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY COPENHAGEN

USMISSION BERLIN

AMEMBASSY MOSCOW

C O N F I D E N T I A L SECTION 01 OF 02 BONN 06840

E. O. 11652: GDS

TAGS: ETRN, GW, WB, DA

SUBJECT: CIVAIR - PAA BERLIN-COPENHAGEN SERVICE

REF: A. STATE 82623, B. BONN 5725

1. SUMMARY. THE BRITISH CAA HAS NOW GIVEN THE EMBASSY LONDON'S COMMENTS ON PAA'S APPLICATION FOR BERLIN-COPENHAGEN SERVICE. THEY ARE PREPARED TO APPROVE THE SERVICE, BUT WITH TWO PRECONDITIONS. FIRST, THE ALLIES SHOULD AGREE IN PRINCIPLE THAT THERE SHOULD BE A FAIR AND EQUITABLE ALLOCATION OF SUCH BERLIN INTERNATIONAL SERVICES AMONG THE ALLIED CARRIERS AND AN AGREED OVERALL LIMIT (THOUGH FLEXIBLE) TO THE NUMBER OF SUCH SERVICES RATHER THAN UNLIMITED PROLIFERATION. SECOND, THE ALLIES SHOULD AGREE TO ENGAGE IN OVERALL DISCUSSION HERE, INCLUDING THE FRG, REGARDING PRINCIPLES, GOALS AND POSSIBLE PROBLEMS RELATING TO THIS ASPECT OF BERLIN CIVIL AVIATION. THE FRENCH EMBASSY VIEW IS TO AGREE WITH THE UK PROPOSITIONS. EMBASSY BELIEVES WE CAN LIVE WITH THESE PROPOSALS. ACTION  
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REQUESTED: THE DEPARTMENT'S VIEWS.

2. BRITISH CAA GROVES CALLED A SPECIAL MEETING OF CAA'S THIS WEEK TO PRESENT LONDON VIEWS ON PAA'S PROPOSED BERLIN-COPENHAGEN SERVICE. GROVES REPORTED THAT ALTHOUGH THE BRITISH HAD NO OBJECTIONS TO THE COPENHAGEN PROPOSAL PER SE, THEY WISHED TO HAVE US AND ALLIED CONCURRENCE ON CERTAIN PRECONDITIONS. THE BRITISH ARE CONCERNED THAT SERVICES BETWEEN BERLIN AND NON-ALLIED POINTS OUTSIDE THE FRG ARE PROLIFERATING, WITHOUT ANY GENERAL DISCUSSION AMONG THE ALLIES AND THE FRG ON THE PRINCIPLES WHICH SHOULD GOVERN THE ESTABLISHMENT OF SUCH SERVICES.

3. AS ONE PRECONDITION, THE UK ASKS THE ALLIES TO AGREE THAT IN PRINCIPLE THERE SHOULD BE A FAIR AND EQUITABLE DIVISION OF OPPORTUNITIES AMONG THE ALLIED CARRIERS TO OPERATE SERVICES OF THIS TYPE. ALSO THAT SOME LIMIT TO THE NUMBER OF SUCH SERVICES NEEDS TO BE AGREED. ALTHOUGH THEY DO NOT PRESENTLY HAVE IN MIND A PERMANENT FIXED NUMBER, UNTIL THE MATTER CAN BE DISCUSSED THEY SEE THE SITUATION AS PAA WITH TWO SERVICES (AMSTERDAM AND COPENHAGEN) AND BA WITH TWO SERVICES (ZURICH AND ONE OTHER, POSSIBLY MILAN OR BRUSSELS). IF AIR FRANCE SHOULD APPLY FOR ONE SUCH SERVICE, THEN APPROVAL WOULD ALSO BE GIVEN. HOWEVER, GROVES AGREED THAT THE TOTAL NUMBER MIGHT BE RATHER DIFFERENT AFTER ALLIED DISCUSSION, PERHAPS SIX, EIGHT OR EVEN MORE.

4. THE OTHER BRITISH PRECONDITION FOR APPROVAL OF PAA'S COPENHAGEN SERVICE IS THAT THE ALLIES SHOULD AGREE TO CONDUCT, WITH GERMAN PARTICIPATION, A BROADER DISCUSSION ON ALLIED GOALS, PRINCIPLES AND POTENTIAL PROBLEMS RELATED TO BERLIN INTERNATIONAL SERVICES TO NON-ALLIED STATES. THE UK SUGGESTS THAT THIS POLICY REVIEW MIGHT TAKE PLACE WITHIN THE CONTEXT OF UPDATING PORTIONS OF THE BONN GROUP AIR STUDY ON INTERNATIONAL SERVICES. A PRINCIPAL REASON FOR SUCH DISCUSSION IS TO CONSIDER SOVIET REACTION TO A LARGE NUMBER OF SUCH SERVICES, AND IF WE SHOULD SEEK TO AVOID TROUBLE WITH

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THE USSR BY LIMITING THESE SERVICES. THE BRITISH BELIEVE THAT THERE ARE BOUND TO BE MUCH STRONGER PROTESTS BY THE RUSSIANS AND POSSIBLY OTHER REACTIONS PREJUDICIAL TO THE CORRIDOR REGIME IF THESE SERVICES PROLIFERATE.

5. SUCH A DISCUSSION, UK CAA CONTINUED, WHETHER OR NOT WITHIN THE BONN GROUP, WOULD ALSO BE VALUABLE FOR

THE FUTURE, AS IT BECOMES INCREASINGLY IMPORTANT FOR  
THE ALLIES TO CARRY THE FRG AND THE SENAT ALONG WITH  
THEM ON BERLIN INTERNATIONAL AVIATION. THE SHARING  
OF VIEWS WOULD HELP UNDERSTANDING ON THE GERMAN SIDE  
OF THE POLITICAL ASPECT, AS WELL AS THE COMMERCIAL.  
ANOTHER POINT WHICH NEEDS TO

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C O N F I D E N T I A L SECTION 02 OF 02 BONN 06840

BE EXAMINED IS THE SIGNIFICANCE OF THE NEGATIVE SOVIET  
VIEW ON THE TEGEL STOP FOR LUFTHANSA ON THE ROUTE TO  
MOSCOW. THE SOVIET REPLY TO THE POLADS APPARENTLY  
CONFIRMS SOVIET AND GDR ATTITUDES WILL CONTINUE TO BE  
NEGATIVE AND THAT NOTHING WILL COME OF THE GRANTING BY  
THE ALLIES OF TRAFFIC RIGHTS IN BERLIN FOR NON-THREE-  
POWER CARRIERS. THE ALLIES COULD HIGHLIGHT TO THE FRG  
DURING SUCH A DISCUSSION THAT ALLIED SERVICES WERE  
INDISPENSABLE TO BERLIN AND THAT FRG SUPPORT AND  
COOPERATION WAS NEEDED.

6. FRENCH CAA DE BOISSIEU AGREED WITH THE REMARKS MADE BY GROVES. HE SUGGESTED, HOWEVER, THAT THE STUDY OF ALLIED GOALS AND PRINCIPLES IN CONNECTION WITH INTERNATIONAL AIR SERVICES COULD BE MORE EASILY DONE OUTSIDE THE BONN GROUP AIR STUDY. DE BOISSIEU THOUGHT IT WOULD BE SUFFICIENT IF A SET OF GUIDELINES COULD BE AGREED. THE FRENCH, HE SAID, SHARED THE BRITISH VIEW THAT THE SOVIETS ARE BOUND TO MAKE TROUBLE IF THERE ARE TOO MANY  
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APPLICATIONS FOR SERVICES OF THIS TYPE. THE FRG, HE ADDED HAS HAD SOME DIFFICULTIES WITH THESE FLIGHTS WHICH FOR POLITICAL REASONS THEY HAD NOT PREVIOUSLY STRESSED. THAT IS, THE GERMANS WERE AWARE THAT LUFT-HANSA'S TRAFFIC WAS OR WOULD BE AFFECTED BY INTERNATIONAL SERVICES AND ONLY RELUCTANTLY ACCEPTED THE SITUATION.

7. EMBASSY CAA SAID THE BRITISH POSITION WOULD BE REPORTED TO WASHINGTON. WHILE WE HAD NO INSTRUCTIONS ON THE "PRECONDITIONS", HE RECALLED THAT THE US VIEW HAS BEEN THAT ALL NEW COMMERCIALLY SUCCESSFUL INTERNATIONAL SERVICES FROM BERLIN WOULD REPRESENT A POSITIVE CONTRIBUTION TO BERLIN AIR TRANSPORT AND THE CITY'S VIABILITY. HE ALSO REMINDED GROVES THAT WE COULD HARDLY DISCUSS IN PRACTICAL TERMS WHAT MIGHT BE A FAIR DISTRIBUTION OF AIR SERVICES WHEN AT THE MOMENT ONLY THE PAA SERVICE TO AMSTERDAM HAD BEEN INSTITUTED. NEGOTIATIONS ON THE PROPOSED SERVICES TO ZURICH, COPENHAGEN AND VIENNA WERE NOT YET COMPLETED. THE US, WE WERE SURE, WOULD HAVE TO GIVE CAREFUL CONSIDERATION TO WHAT MIGHT BE A FAIR ALLOCATION OF SUCH ROUTES, ASSUMING/THE PRINCIPLE OF SUCH AN ALLOCATION WERE ACCEPTABLE.

8. COMMENT: UK REQUEST (WHICH WE EXPECT FRENCH WILL CONTINUE TO SUPPORT) FOR A GENERAL DISCUSSION OF INTERNATIONAL ROUTES BY ALLIED CARRIERS OUT OF BERLIN DOES NOT SEEM UNREASONABLE AND WOULD BE AN EXTENSION OF THE DISCUSSION IN 1972 AT THE TIME OF THE BONN GROUP STUDY AND AN ASSIST TO US ON THE NORTH/SOUTH QUESTION. AT THE SAME TIME, OUR PRELIMINARY THINKING IS THAT MORE LIMITED APPROACH, AS FAVORED BY THE FRENCH, (PARA 6, ABOVE) WOULD BE PREFERABLE AND THAT APPROPRIATE FORUM WOULD BEST BE BCATAG. THE CONCEPT OF A "FAIR DIVISION" OF INTERNATIONAL ROUTES WITH LIMITS ON SUCH SERVICES RAISES A POLICY CONSIDERATION WHICH MAY NOT HAVE COME UP PREVIOUSLY. IN ANY DISCUSSION OF THIS ISSUE WE WOULD THINK IT WISE TO RESIST ANY NUMERICAL LIMITATION, BUT IN THE OVERALL SCHEME OF THINGS WE SEE LITTLE

ALTERNATIVE TO AGREEING TO EARLY TALKS REGARDING THESE  
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SERVICES. UP TO THE PRESENT THE INITIATIVE  
HAS BEEN LEFT TO PAA (AND NOW BA AS WELL) TO PROPOSE  
SUCH ROUTES. A TRIPARTITE, OR THREE ALLIES/FRG GOVERN-  
MENT ROLE AS THE UK REQUESTS IN ALLOCATING INTERNATIONAL  
ROUTES OUT OF BERLIN MAY BE DIFFICULT TO AVOID SINCE  
BERLIN'S GOVERNMENT DOES NOT ACCORD WITH THE USUAL  
PATTERN OF INTERNATIONAL BILATERAL NEGOTIATIONS ON  
CIVIL AIR MATTERS. ACTION REQUESTED: EMBASSY WOULD  
APPRECIATE THE DEPARTMENT'S VIEWS AND INSTRUCTION ON  
THE UK PROPOSAL.  
HILLENBRAND

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## Message Attributes

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